



RESEARCH REPORT

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| Catalog number | 99014 |
| Date: | October 28, 1999 |
| Subject: | Reach Out Pilot Program |
| To: | David Smith, County Administrative Officer |
| From: | Sandi Wilson, Deputy County Administrator Chris Bradley, Budget Manager |
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Issue

How will the Adult Probation Department's proposed Reach Out Pilot Program financially impact Maricopa County's Justice System and is the program feasible?

Background

Both the Criminal Justice Planning Consultants and the Citizens Jail Oversight Committee have recommended that Maricopa County enhance substance abuse programs and treatment within the criminal justice system. The main purposes for implementing new treatment programs is to reduce jail days, maintain the average length of jail stay at or below 21 days and limit the need for future hard beds within the jail system. In an effort to reduce the length of time for placing incarcerated probationers into substance abuse treatment programs, the Adult Probation Department submitted a budget issue during the FY 99-00 budget cycle requesting funding for the Reach Out Pilot Program. The proposed Reach Out Pilot Program implements a new system for immediately identifying sentenced offenders requiring substance abuse treatment and screening these individuals to ensure prompt and appropriate placement into treatment programs. The program will also evaluate treatment effectiveness and measure the number of offenders entering and completing treatment.

The Reach Out Pilot Program was originally proposed in conjunction with the Delta program, a program that would have established a sixty-bed intensive in-jail substance abuse treatment program. The idea for the two programs grew out of Justice System Coordination working group meetings. Delta and Reach Out would have provided continuous treatment for offenders sentenced to substance abuse programs. However, funding has only been requested for the Reach Out Pilot Program at this time.

The research conducted on the state and national level has validated the effectiveness of substance abuse treatment to reduce criminal recidivism. However, results varied considerably with the type of program and the study methodology. A University of Maryland (1) study illustrates the impact of three approaches (jail treatment, jail and community treatment, and no treatment) on reducing criminal recidivism for substance

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abusers. The following table reveals that a combination of jail treatment followed by community treatment is much more effective at actually reducing repeat offenses than jail treatment or jail time without treatment.

| Impact of Jail Treatment, Community Treatment, and no Treatment on Recidivism (24 Months Follow-Up) | | | |
|--|-----------------------------------|--|-----------------------------------|
| Group | Predicted Probability of Rearrest | Predicted Prob. Of Rearrest and/or Technical Violation | Length of Time to Rearrest (days) |
| Jail Treatment Only | 34.50% | 55.00% | 233 |
| Jail/Community Treatment | 24.00% | 36.00% | 282 |
| No Treatment | 48.50% | 68.00% | 201 |

The study illustrates the need for coordination between various Justice System Departments to create effective substance abuse treatment programs. Although reductions in criminal recidivism produce an obvious long-term saving to the County, estimating the dollar benefit of such a reduction is beyond the scope of this report.

The Adult Probation Department has requested \$202,875 to establish a pilot Reach Out Pilot Program. Most of the requested funding is allocated for five new positions including two Probation Officers, two Counselors (screeners) and one Court Information Processor. The Adult Probation Department expects the Reach Out Pilot Program to significantly reduce the time incarcerated prisoners wait in jail for placement in substance abuse treatment programs, creating jail-days savings. The following discussion section of the report attempts to estimate the benefits and costs of the proposed Reach Out Pilot Program and identify potential problems that can adversely impact program benefits.

Discussion

In order to evaluate the Reach Out Pilot Program's impact on the County Justice System, it is necessary to begin with an examination of the current Adult Probation Department process for screening and placing offenders sentenced to substance abuse treatment. The Department estimates that screening and assessing offender treatment needs takes about 60-90 days. In the current system, probation terms for offenders are sent to the Adult Probation Department, entered into the Department's system, distributed to a probation officer, and then the officer may or may not refer the offender to treatment. The treatment provider is then responsible for assessing the treatment needs of the offender referred to substance abuse treatment and places the offender in treatment or on a waiting list depending on the availability of the appropriate treatment option. The waiting lists often delay placement into treatment by another 30-180 days. The offender either remains in jail until a treatment option is available or until the jail sentence has been served.

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The Reach Out Pilot Program is designed to eliminate the time delays that currently exist between the sentencing of an offender and placement into substance abuse treatment. The term sheets for offenders sentenced with substance abuse treatment requirements will be sent directly to the Reach Out Pilot Program gatekeepers, two probation officers charged with coordinating treatment screening and placement. The program gatekeeper will arrange for the substance abuse screener to assess the offender within five days of sentencing. The purpose of the screening assessment is to place offenders into the treatment program best suited to individual treatment needs. Offenders will receive referral (placement into a program) to treatment within the following three-four weeks after the screening process. The entire sentencing to placement process should take thirty days or less.

The Reach Out Pilot Program will require cooperation from justice system partners and adequate funding for treatment to achieve program goals. Screeners must have access to offenders inside the County jail facilities. The Adult Probation Department has indicated that access to jailed offenders is routine for probation staff. Many offenders are currently sentenced with conditions permitting early release for treatment; However, some will require judicial approval. In some cases, Judges will have to modify offenders' sentences to enable early release for treatment. The Adult Probation Department has indicated that judicial cooperation has been consistently positive in the effort to fast-track sentenced offenders to treatment. Currently, all funding for the actual substance abuse treatment is grant funded. The County will not have sufficient grant funds available to pay for treatment for all offenders with substance abuse treatment needs. Funding for residential outpatient treatment beds is especially scarce. Despite the feasibility limitations, the Reach Out Pilot Program should expedite the process for screening and placing a large majority of offenders sentenced to treatment.

Caseload

The DTEF (Drug Treatment and Education Fund) caseload for FY 1997-98 was selected as a conservative, minimum baseline for estimating the number of offenders projected to flow into the Reach Out Pilot Program since most Reach Out offenders will be directed into a DTEF funded treatment program. Additionally, the DTEF offender population represented the only treatment population with an available historical record. DTEF is a voter-approved, State grant to Counties for expanding drug treatment and education services for non-violent drug offenders. The Reach Out Pilot Program will process additional offenders flowing into other grant funded treatment programs, but since the majority of the cases will be DTEF offenders, the DTEF portion of the probation population provides a starting point for estimating the Reach Out Pilot Program caseload. The following table identifies the probation population for FY 97-98, The number of offenders receiving treatment through a DTEF funded program, and the share of the total probation population receiving DTEF funded treatment.

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| FY 97-98 Probation Population DTEF Percentage | | |
|--|----------------------------|--------------------------|
| FY 97-98 # of New Probationers | # of DTEF offenders | % in DTEF program |
| 14,467 | 1,661 | 11.48% |

The 11.48% DTEF share of new probationers (for offenders entering the program during a specific fiscal year) is assumed to be constant in projecting the Reach Out caseload. However, The Adult Probation Department does have flexibility in choosing particular treatment types. If lower cost treatment types are used, then the percentage and total number of offenders receiving a DTEF funded treatment will be higher. The following chart identifies the number of new offenders entering probation for a given year, the fixed DTEF share (based on DTEF clients entering treatment during the FY. The State defines the DTEF caseload as the total number of offenders receiving treatment during the year) and the total number of cases projected to pass through the Reach Out Pilot Program.

| Reach Out Projected Caseload | | | |
|-------------------------------------|------------------------------|---------------------|---------------------------------------|
| FY | # of New Probationers | Fixed DTEF % | Predicted Reach Out Caseload** |
| 97-98 | 14,467 | 11.48% | 1,661 |
| 98-99 | 15,406 | 11.48% | 1,769 |
| 99-00 (proj) | 15,868 | 11.48% | 1,822 |
| 00-01 (proj) | 16,344 | 11.48% | 1,876 |

* Projected # of new Probationers based on 3% growth rate.
** DTEF Offenders represent the majority of the Reach Out caseload. However, additional offenders will utilize Reach Out

The fiscal year 99-00 and 00-01 projected caseloads should be considered the absolute minimum number of offenders anticipated to flow through the program. In all likelihood, the program will process 200 or more offenders per month. The Adult Probation Department is confident that requested program staff can meet the demands of the caseload.

Benefits

The anticipated benefits of the Reach Out Pilot Program include:

- Reduction in jail days
- Faster offender involvement with substance abuse treatment, hopefully leading to a decrease in criminal recidivism
- A source for tracking offenders in treatment and evaluating the treatment programs

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The primary goal of the program is to have every eligible offender sentenced with substance abuse requirements screened and placed into a treatment program within thirty days. The average sentence for offenders with treatment needs serving jail time is about three and a half months. However, based on a sample of cases provided by the Adult Probation Department, the offenders eligible for treatment are actually only serving about two and a half months. If the Reach Out Pilot Program can screen and place this incarcerated population within one month, then jail savings of one month per offender will be achieved. This assumes the court will allow early release for treatment and treatment facilities are available (the cost section of this report will explore treatment options more thoroughly). Given these assumptions, the following chart illustrates expected jail savings due to the Reach Out Pilot Program. The chart includes the projected Reach Out case load, average jail sentence and average time served estimates for the offender population, the anticipated jail time reduction per offender (Jail time served-Jail time served under Reach Out) and a daily jail beds savings calculation. The daily jail beds savings calculation includes a reduction based on an Adult Probation Department estimate that only 30% of the DTEF caseload actually serve jail time.

| Reach Out Pilot Program Anticipated Jail Days Savings | | | | | | |
|--|--|-------------------------------------|-------------------------------------|--|--|--|
| Average Jail | | | | | | |
| Fy | Reach Out eligible offenders (estimate) | Average Jail Sentence (Days) | Time actually served (Days)* | Jail time under Reach Out (Days estimate) | Anticipated Jail Savings (Days) | Average Daily Jail Beds Savings** |
| 97-98 | 1,661 | 103.5 | 75 | 30 | 45 | 61 |
| 98-99 | 1,769 | 103.5 | 75 | 30 | 45 | 65 |
| 99-00 | 1,822 | 103.5 | 75 | 30 | 45 | 67 |
| 00-01 | 1,876 | 103.5 | 75 | 30 | 45 | 69 |

*Average time served is based on a sample of cases provided by the department.
**The Department estimates about 30% of all Reach Out Offenders currently serve time.
Jail Savings calculation includes this reduction in days saved.

The anticipated daily jail savings for the first full year of the program FY 00-01 is estimated at 69 beds per-day, provided none of the feasibility limitations adversely impact jail-days saving. The following table attempts to quantify the value of the jail-days saved. The table includes the annual jail-days saved, the daily cost of jail per offender and the estimated cost savings (cost of Jail day times total jail-days saved). The cost of a jail day does not take into account fixed costs that are incurred despite a reduction in jail days.

| Jail Cost Savings | | | |
|--------------------------|---|--------------------------|-------------------------------|
| FY | Total Jail Savings (Days Per Year) | Jail Cost per Day | Estimated Cost Savings |
| 97-98 | 22,424 | \$34.89 | \$782,356 |
| 98-99 | 23,876 | \$34.89 | \$833,041 |
| 99-00 | 24,592 | \$34.89 | \$858,023 |
| 00-01 | 25,330 | \$34.89 | \$883,761 |

The table illustrates the potential for the Reach Out Pilot Program to significantly

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reduce jailing costs. If the program is successful at expediting offender placement into treatment and out of the jail, then the County will experience a reduction in the long-term need for future jail beds. The impact of the Reach Out Pilot Program on criminal recidivism can not realistically be estimated without program implementation. If Reach Out is established with useful output and outcome measures built into the operation of the program, then the information generated by the program will greatly enhance the ability of the criminal justice system to determine the scope of treatment need and effectiveness.

Costs

The Reach Out Pilot Program has two distinct types of costs. The direct costs of starting and operating the program include salaries of employees and supplies. These direct costs are relatively small compared to treatment program costs. Although the cost of treatment is paid out of grants, the Reach Out Pilot Program creates treatment expenditures every time an offender is screened and placed in treatment. The Adult Probation Department already spends over three million dollars on substance abuse treatment and is spending at a pace-exceeding grant allocations. At some point during this fiscal year, The Adult Probation Department will either significantly reduce the number of offenders referred to substance abuse treatment or find additional funding sources for treatment.

The Direct program costs of the Reach Out Pilot Program are limited to employees and supplies. Employee costs of \$174,087 will cover the wages and benefits of 2 Probation Officer III positions, 2 Counselor II positions, and 1 Court Information Processor III position. State statute requires that the Adult Probation Department maintain a 60:1 ratio of Probationers to Probation Officers. The Department is currently over the 60:1 limit; therefore, there are no excess Probation Officers that the Department could allocate to the Reach Out Pilot Program. The two Counselor II positions will have the responsibility of assessing offender treatment needs. According to the Adult Probation Department, there are no spare counselors available that could be assigned to the Reach Out Pilot Program. The Department currently has 22 Counselor II positions on staff. The last position, the Court Information Processor III will be responsible for maintaining a database consisting of program output and outcome measures. The Adult Probation Department currently has over 140 Court Information Processor III positions, but states that one is not available to work on the Reach Out Pilot Program. The following table summarizes all proposed employee costs of the Reach Out Pilot Program.

| Reach Out Program Staffing Costs | | | |
|---|--------------------------------|-----------------------|-------------------|
| Employee Type | Cost (Wages + Benefits) | # of Positions | Total Cost |
| Probation Officer III | \$ 38,334 | 2 | \$ 76,668 |
| Counselor II | \$ 35,381 | 2 | \$ 70,762 |
| Court Information Processor III | \$ 26,657 | 1 | \$ 26,657 |
| Total Employee Cost | | | \$ 174,087 |

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In addition to employee costs, the Department has requested \$29,235 in supplies to pay for essential items such as computers. The total direct costs of the program are \$203,322. This differs from the \$202,875 Department request by \$447 due to differences between the budgeted pay grade pay rates used by the Adult Probation Department and the current Maricopa County Pay Plan rates.

The indirect substance abuse treatment costs far exceed Reach Out Pilot Program costs. Although the Department has several treatment options for offenders, there are three types of treatment frequently used: standard outpatient; intensive outpatient; residential. Standard outpatient treatment consists of two weekly two-hour group-counseling sessions within the community. Offenders usually spend between three and four months in the treatment program. The counseling sessions cost \$16 per hour, producing a daily treatment cost of \$9.14 per offender. Most offenders passing through the Reach Out Pilot Program will be assigned to standard outpatient treatment. During FY 97-98, over 83% of all DTEF offenders were in a standard outpatient treatment program. The non DTEF offenders passing through the Reach Out Pilot Program will utilize standard counseling at a much lower rate than DTEF offenders, but given funding constraints, it is likely that this will only lower the overall placement of Reach Out Pilot Program offenders to around 75% of the total caseload.

Intensive counseling usually consists of three weekly two-hour group-counseling sessions, with more sessions for higher risk offenders. The treatment sessions also cost \$16 per hour, producing a \$13.72 daily cost per offender. The Adult Probation Department estimates between 15 and 20 percent of all Reach Out offenders will be placed into intensive counseling.

The last major treatment option, short-term residential treatment is reserved for the offenders with the most serious substance abuse problems. Residential treatment requires the offender to live in the treatment facility, usually for a period between 30 and 45 days. Treatment costs vary by provider, but \$75 a day is a good estimate. The Adult Probation Department estimates between 5 and 10% of all Reach Out offenders will be placed into residential treatment.

Treatment beds are extremely scarce for residential treatment. There is currently over a 200-day delay between referral and placement into a residential treatment facility. The following table shows the treatment costs per Reach Out offender. The estimated Reach Out caseload is distributed across treatment types to determine the number of treatment days for each type of treatment. Then the treatment days are multiplied by treatment cost to determine the cost of each of the three treatment programs. The total cost of all three programs is divided by the total number of offenders receiving treatment to provide a per-offender treatment cost.

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| Average Treatment Costs for Reach Out Program offenders. | | | | | | |
|---|-----------------------------|------------------------|--------------------|----------------|--------------|---------------------|
| 97-98 | Treatment Type | Estimated Participants | Days in Treatment* | Treatment Days | Cost Per Day | Treatment Cost |
| | Standard Counseling | 1,246 | 100 | 124,575 | \$9.14 | \$ 1,138,616 |
| | Intensive Counseling | 299 | 100 | 29,898 | \$13.72 | \$ 410,201 |
| | Residential | 116 | 40 | 4,651 | \$75 | \$ 348,810 |
| | Total Treatment Cost | | | | | \$ 1,897,626 |
| | Av.Cost/offender | | | | | \$ 1,142.46 |

*Adult Probation Department estimate

Applying the per/offender cost to the projected Reach Out caseload provides an estimate of treatment costs for offenders passing through the Reach Out Pilot Program. The following table depicts the treatment costs for Reach Out offenders.

| Total FY Reach Out Treatment Costs | | | |
|---|--------------|--|---------------------------|
| FY | Cases | Cost /Offender (3% inflation) | Treatment Cost |
| 97-98 | 1661 | \$ 1,142.46 | \$1,897,626 |
| 98-99 | 1769 | \$ 1,176.73 | \$2,081,182 |
| 99-00 | 1822 | \$ 1,212.04 | \$2,207,901 |
| 00-01 | 1876 | \$ 1,248.40 | \$2,342,356 |

It is important to remember that the estimated Reach Out caseload figure is an absolute minimum figure. Treatment costs for Reach Out offenders will significantly exceed the treatment cost estimate provided in the table. The Adult Probation Department has already indicated that grant funding for substance abuse treatment will be exhausted before the end of fiscal year 99-00 without a reduction in the number of offenders receiving treatment. The two main treatment grants include DTEF, the Drug Treatment and Education Fund providing over 2.1 million dollars for treatment and the Community Punishment program, providing around 1 million dollars for treatment. If these grant sources are reduced or eliminated in the future, the County would face a significant and rapidly growing expense.

Performance Measures

The Adult Probation Department has proposed the Reach Out Pilot Program as a pilot program. If the program is going to receive funding, then the Adult Probation Department should provide output and outcome measures justifying the effectiveness of the program. The following list identifies key output and outcome measures for the Reach Out Pilot Program.

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- **Reduce the period of time for screening and placing Offenders into treatment.** This is the primary goal of the program. The Department will track the length of time it takes to screen and place each Reach Out offender into treatment.
- **Reduce Jail Days.** Fundamental to increasing justice system efficiency, jail days will be reduced if placement time is reduced. The Department should measure the length of time Reach Out offenders remain incarcerated before placement into treatment and the length of jail sentence each offender has received. If the period of incarceration drops under the program, then a measurable jail-days saving will occur.
- **Track type of treatment placement, successful completion rate and Criminal recidivism by treatment type for Reach Out Offenders.** In order to start evaluating the effectiveness of substance abuse treatment, it is necessary to establish a series of baseline measures identifying effective approaches to coping with the issue of substance abuse. The Adult Probation Department has indicated all Reach Out offenders will be tracked through the treatment process and for future criminal activity. The criminal recidivism measure should last for at least two years, an easily attainable period considering probationers are typically on probation for three years.
- **The cost per offender screened.** A simple cost figure based on total number of offenders screened per quarter divided by the total Reach Out Pilot Program costs for the quarter.

Although few in number, these basic measures will provide valuable information for evaluating the Reach Out Pilot Program and for planning future substance abuse treatment programming.

Conclusions

OMB concludes that the Reach Out Pilot Program represents a potentially valuable improvement to the entire criminal justice system. The program is an effective way to reduce jail time for non-violent substance abusers. This program will also provide much needed information concerning the effectiveness of treatment on reducing recidivism and enable decision makers to assess what types of treatment programs work best. The Reach Out Pilot Program is a significant first step in coordinating a wide array of substance abuse programs and should significantly enhance the County's overall effort to reduce substance abuse activity within Maricopa County.

Recommendations

OMB recommends the following:

- **OMB recommends an appropriation of \$130,786 from FY 99-00 General Fund Contingency for start up and operation of the Reach Out Pilot Program.**
- **All future funding of the Reach Out Pilot Program is linked to performance measures and successful operation of the program.**

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- The Adult Probation Department prepare and submit a quarterly report for all performance measures outlined in this report.
- The project is re-evaluated after one calendar year of operation to assess if the Program is achieving its stated goals.
- Before any future substance abuse programming is funded, Maricopa County conduct a system wide review of current substance abuse programming including justice and health system departments.
- An adjustment to the FY 00/01 budget target to reflect the ongoing operational costs associated with the program. The following table summarizes current and future year program expenses.

| Recommended Reach Out Program Funding | | |
|---|------------|------------|
| | FY 99-00* | FY 00-01** |
| Personal Expenses | | |
| Probation Officer III | \$ 44,723 | \$ 76,108 |
| Counselor II | \$ 41,278 | \$ 70,264 |
| Court Information Processor III | \$ 15,550 | \$ 26,474 |
| Total Personal | \$ 101,551 | \$ 172,846 |
| Supplies Expenses | \$ 29,235 | \$ 9,235 |
| Total Expenses | \$ 130,786 | \$ 182,081 |
| * Fy 99-00 at 7/12 of a year since program will start after Dec.1 | | |
| ** FY 99-00 has 2096 hours. FY 00-01 has 2080 hours. | | |

Work Cited

- (1) Taxman, Faye S. "Reducing Recidivism Through a Seamless System of Care: Components of Effective Treatment, Supervision, and Transition Services in the Community". University of Maryland. College Park, Maryland. February 28, 1998.